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Joint Inspection Unit

Further measures to strengthen United Nations system support to the New Partnership for Africa's Development

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Further measures to strengthen United Nations system support to the New Partnership for Africa's Development" (JIU/REP/2005/8).

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FURTHER MEASURES TO STRENGTHEN UNITED NATIONS SYSTEM SUPPORT TO THE NEW PARTNERSHIP FOR AFRICA'S DEVELOPMENT (NEPAD)

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In accordance with Article 11.2 of the JIU Statute, this report has been "finalized after consultation among the Inspectors so as to test the recommendations being made against the collective wisdom of the Unit".

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ABBREVIATIONS AND ACRONYMS

AFREC	African Energy Commission
APRM	African Peer Review Mechanism
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CEB	United Nations System Chief Executives Board for Coordination
COMESA	Common Market of Eastern and Southern Africa
CPC	Committee for Programme and Coordination
EAC	East African Community
ECA	United Nations Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECE	United Nations Economic Commission for Europe
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization of the United Nations
HIV/AIDS	human immunodeficiency virus/acquired immunodeficiency syndrome
HLCP	High Level Committee on Programmes
ICTS	Information Communications Technology System
IGAD	Intergovernmental Authority on Development
IWRM	Integrated Water Resource Management
JIU	Joint Inspection Unit
NEPAD	New Partnership for Africa's Development
OAU	Organization of African Unity
OSAA	Office of the Special Advisor on Africa
RCM	Regional Consultations Meeting
RECs	Regional Economic Communities
SADC	Southern African Development Community
SSATP	Sub-Saharan African Transport Policy Programme
STAP	Short-Term Action Plan
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGASS	United Nations General Assembly Special Session on HIV/AIDS
UNHCR	Office of the United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UN-NADAF	United Nations New Agenda for the Development of Africa
UNSIA	United Nations System-wide Special Initiative on Africa
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

OBJECTIVE:

To identify factors inhibiting effective regional collaboration of United Nations agencies in Africa, in particular through the regional consultations meetings convened by the Economic Commission for Africa (ECA), and to propose specific measures to enhancing effective coordination and collaboration in support of the New Partnership for Africa's Development (NEPAD).

MAIN FINDINGS AND RECOMMENDATIONS

A. There is a general consensus that, owing to the urgent need for institutional arrangements for managing the NEPAD process within the existing structures of the African Union (AU) Commission, a strategic dialogue through annual consultations should be initiated as soon as possible between the United Nations system and the AU Commission with a view to determining and following–up on the setting of a framework for an institutionalized cooperation between the said two entities, i.e. the United Nations system including ECA, on the one hand, and the AU Commission, including the NEPAD secretariat, on the other.

RECOMMENDATION 1

The General Assembly request the Secretary-General to invite, on a regular basis, the AU, including NEPAD secretariat, to attend the annual consultations meetings, with a view to ensuring effective coordination and collaboration between the United Nations system organizations and the African Union.

B. After careful examination of the situation with regard to the representation of the United Nations system organizations as well as the African institutional set-up at the regional and subregional levels, it was realized that some of the regional offices of the existing organizations of the United Nations system have been conducting their respective roles to support their own individual missions and mandates. Importantly, the focus and scope of these organizations' mandates vary from one organization to the other. On the other hand, it is a matter of fact that a good number of the African regional and subregional institutions have overlapping mandates and different geographical configuration.

RECOMMENDATION 2

The General Assembly request the Secretary-General to:

(i) Conduct an independent study on the potential benefits of establishing regional and subregional hubs for United Nations system representation in Africa, as part of a concerted system presence strategy in Africa, taking into consideration different geographical configuration of the African regional and subregional institutions; and

(ii) Review the institutional architecture of the United Nations system in Africa with a view to avoiding duplication and overlapping, cutting costs, and more generally, improving policy and operational coherence.

C. A great deal of skepticism has been expressed by some United Nations organizations about the usefulness and validity of the clustering arrangement as a legacy of the United Nations System-wide Special Initiative on Africa (UNSIA) and the need for further and improved alignment with the NEPAD needs and priorities. Indeed, in order for the United Nations system support to NEPAD to benefit from any meaningful review or improved alignment of the clusters, such a review should be in the context of repositioning the system to better support Africa's development and its regional and subregional institutions. Therefore, it should be part of and an outcome of the strategic dialogue called for in recommendation 1 of this report.

RECOMMENDATION 3

The Secretary-General should direct ECA to conduct, in consultation with the AU/NEPAD and as soon as possible, a review of the efficiency of the clustering arrangement as part of the annual consultations meetings stipulated in recommendation 1 and report back to him before the convening of the next annual consultations in 2006.

D. The lack of constancy in representation in meetings of the regional consultations seems to be one of the organizational issues affecting the work of the clusters. In view of the primacy of NEPAD in the work of United Nations agencies, such representation should include officials in the agencies specifically responsible for coordinating activities relating to NEPAD.

RECOMMENDATION 4

The Secretary-General, in his capacity as Chairman of the United Nations System Chief Executives Board for Coordination (CEB) should request the Executive Heads of the United Nations organizations concerned to ensure that only those officials responsible for regional consultations and coordination of activities related to NEPAD within their organizations are designated to attend the annual consultations meetings.

E. Concerns of an organizational nature had been raised with regard to the agenda and schedule of meetings of the regional consultations and of various clusters. Great emphasis has been put on the need to provide constancy and predictability of the clusters meetings, and in a manner that would ensure that the limited capacity of United Nations organizations and their African partners involved and interested in the activities of more than one cluster not be overstretched through overlapping meetings.

RECOMMENDATION 5

All the Executive Heads of the United Nations organizations concerned should ensure that the conveners of each cluster, in consultation and coordination with ECA and their concerned African institutional partners, establish a clear and predictable schedule of meetings for their clusters and sub-clusters and provide a follow-up mechanism for the implementation of the decisions taken.

F. There is a wide consensus within the United Nations system organizations that the main value added of the clustering arrangement in support of NEPAD and Africa's development should be at the regional and subregional levels. If this value added is to be tangible, however, the clusters should go beyond merely being forums for discussion and exchange of information, as is now the case in most of them.

RECOMMENDATION 6

The Secretary-General, in his capacity as Chairman of CEB, should request the Executive Heads of the United Nations organizations concerned to ensure that each cluster give due focus to its work on a few joint United Nations regional and sub-regional programmes/projects, to be decided in consultation with the AU, NEPAD secretariat and other African institutional partners.

G. The need for innovative approaches in mobilizing resources or seed funds for the recommended joint programmes/projects has been increasingly emphasized. Deliberate efforts and/or measures should be undertaken to ensure that they are integrated in the planning and budgeting processes of each United Nations organization.

RECOMMENDATION 7

The General Assembly and legislative bodies of all the United Nations organizations concerned should substantially increase their support for the clusters' agreed joint programmes/projects. CEB should provide a clear-cut policy directive to ensure consistency and effective implementation of this recommendation.

H. The need to reinforce ECA's capacity to exercise its leadership role in coordinating the work of United Nations agencies working in Africa, as called for by the Economic and Social Council in its resolution 1998/46 (annex III, para. 13), and to move from a mere convener of the Regional Consultations to a strategic coordinator, cannot be overemphasized. Hence the need for ECA to strengthen its monitoring and analytical capacity for the clusters work and activities.

RECOMMENDATION 8

The Secretary-General should take appropriate measures to enhance the human resources capacity within ECA's Office of Policy and Programme Coordination by seeking redeployment of staff from other United Nations agencies and entities in order to enhance ECA's capacity to effectively and efficiently coordinate the activities of the United Nations agencies working in Africa as well as to keep in constant touch with the African regional and subregional entities.

I. There is a general view that, since NEPAD is an African Union-led, -owned and -managed initiative, and in order to ensure Africa's ownership of the NEPAD programme, all meetings convened within the framework of clusters arrangement should be co-chaired by the representatives from the AU Commission or NEPAD secretariat, with ECA assuming the role of a secretariat of all the cluster meetings and providing a follow-up mechanism for effective implementation of the decisions taken thereon. The United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP) and other relevant United Nations system organizations should continue to provide the needed capacity-building support to both the AU Commission and the NEPAD secretariat in this regard.

RECOMMENDATION 9

The Secretary-General should ensure that all meetings convened by the ECA within the framework of clusters arrangement are co-chaired by the representatives from the AU Commission or NEPAD secretariat, and that a mechanism for follow-up and implementation of all the decisions taken in those meetings be established as soon as possible.

J. Undertaking the tasks and measures enumerated above, as the means proposed to improve the effectiveness and efficiency of the current clustering arrangement, would require adequate resources to be provided by and for ECA. The latter should report to the Economic and Social Council and the General Assembly on specific measures undertaken to strengthen its capacity of coordination in support of NEPAD and to improve the efficiency and effectiveness of clustering arrangement, bearing in mind the measures proposed in this report.

RECOMMENDATION 10

The General Assembly should request the Secretary-General to report to it no later than its sixty-first session on efforts and specific measures undertaken, including through support of other United Nations system organizations, to strengthen ECA's capacity in coordinating the work of the those agencies in Africa.

INTRODUCTION

1. General Assembly resolution 32/197 of 20 December 1977 on the restructuring of the economic and social sectors of the United Nations system provided, in its paragraph 20, among other things, that the regional commissions, taking into account the special needs and conditions of their respective regions, should exercise team leadership and responsibility for coordination and cooperation at the regional level. They may convene periodic meetings, as necessary, for the purpose of improving the coordination of the relevant economic and social activities of the United Nations system in their respective regions. The team's leadership role of the regional commissions calls for the holding of regular inter-agency meetings in each region with a view to improving coordination among the work programmes of the organizations of the United Nations system in that region.

2. On 18 October 1991, the General Assembly adopted resolution 46/151 establishing the United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF). As one of the five regional commissions established by the United Nations for the purpose of coordinating the activities of its organizations working in Africa, the United Nations Economic Commission for Africa (ECA) played a leading role in terms of ensuring the implementation of an effective system-wide plan of action incorporating the Agenda's priorities as formulated and endorsed by the General Assembly.

3. In its resolution 1998/46, the Economic and Social Council welcomed, in annex III therein, the efforts by the Secretary-General to improve coordination within the United Nations system, and called for the regular holding of regional consultations among United Nations agencies. The first series of consultative meetings were held in 1999 in the five regions, under the chairmanship of the Deputy Secretary-General, and convened from 2000 by the respective Executive Secretaries of the five regional commissions.

4. Following the final review and appraisal of the United Nations New Agenda for the Development of Africa in the 1990s, which, among other things, found that the New Agenda had no impact on the ground from the time of its launch until the undertaking of the said review, the General Assembly adopted resolutions 57/2 of 16 September 2002 and 57/7 of 4 November 2002, which brought the United Nations New Agenda for the Development of Africa in the 1990s to a close.

5. Furthermore, resolution 57/7 endorsed the recommendations of the Secretary-General that the New Partnership for Africa's Development (NEPAD) should be the framework within which the international community, including the United Nations system, concentrates its efforts for Africa's development. As a programme of the African Union, the resolution also urged the international community and the United Nations system to organize support for African countries in accordance with the principles, objectives and priorities of the New Partnership.

6. The third Regional Consultations Meeting (RCM) of the United Nations agencies working in Africa was held in October 2001 in Addis Ababa. The meeting, among other things, agreed that NEPAD, adopted by the African Heads of State and Government, constituted a framework and vision for the United Nations system to improve its collective response in addressing the challenges facing Africa. Initially, several thematic areas were identified and five clusters were established around these areas in October 2002 during the fourth session of RCM as an inter-agency mechanism for improved coordination. By July 2004, a total of seven inter-

agency thematic clusters had evolved in the context of the regional consultations, led by the Economic Commission for Africa (ECA), as the main instruments for consolidating United Nations system support for Africa's development.

7. In an effort to ensure effective implementation of its legislative mandate in coordinating the activities of the United Nations agencies working in Africa, as well as highlighting the problems and bottlenecks affecting its leading role towards that end, ECA proposed at the end of 2003 that the Joint Inspection Unit (JIU) examine the existing inter-agency arrangements for coordination among United Nations agencies at the regional level with the view to identifying factors that inhibit effective coordination at that level and proposing measures to enhance the effectiveness and impact of those arrangements on the United Nations' work in Africa. In the meantime, the reports of the Secretary-General on the United Nations system support for NEPAD also highlighted several challenges and constraints facing it in supporting NEPAD.[1]

8. In July 2004, the Committee for Programme and Coordination (CPC) recommended that the United Nations system use the existing coordination mechanisms at the global, regional and country levels to strengthen policy coherence in support of NEPAD. The Committee also called for a further strengthening of United Nations system support by, inter alia, promoting synergies among the thematic clusters, mainstreaming HIV/AIDS, gender and human rights into all-cluster activities, enhancing support for the Commission of the African Union and the New Partnership for Africa's Development and further clarifying the roles and responsibilities of the various agencies operating at the regional and subregional levels in Africa.

9. Against this backdrop, the Joint Inspection Unit decided to review the issues and concerns expressed above, and undertake this report with the aim of providing specific and concrete recommendations on further measures to strengthen United Nations system support to NEPAD. While the Inspectors recognize that the NEPAD initiative, and hence the support process by the United Nations system, is still in a relatively early phase, they hope that bringing the issues addressed in this report to the attention of Member States and the United Nations agencies at this stage would bring value added to the process and avoid another potential disappointment for the General Assembly in a few years' time.

10. In establishing their findings and recommendations, the Inspectors reviewed relevant documentation and reports issued and provided to them by United Nations organizations, and conducted interviews with more than 50 officials, including from ECA, representatives of United Nations funds, programmes and agencies in Addis Ababa, Nairobi, in South Africa and at Headquarters. They also met with officials of the African Union in Addis Ababa and at the NEPAD secretariat in Johannesburg, South Africa.

11. The following issues were either touched upon in the documentation reviewed by the Inspectors, communicated to them by several officials or observed by the Inspectors through their various interviews. The Inspectors noted that, while some challenges and constraints to the United Nations system support to NEPAD, and particularly through the regional institutional arrangements in place, were recognized by the United Nations agencies, and even reflected in several of the documentation, proposals to address them are either absent or too general. The Inspectors stress the need for concrete and time-bound actions to address the challenges and constraints recognized by the system or raised in this report.

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[1] See E/AC.51/2004/6.

12. They also emphasize that the issues of concern raised in the report are not exhaustive. They are aware that, for the NEPAD initiative to succeed and avoid the fate of several of its predecessors, the main responsibility lies within the African countries themselves, supported by the whole international community. In this context, United Nations system support to NEPAD could be at best an important catalyst for success.

13. Therefore, the Inspectors focused on highlighting issues they believe have an important and direct bearing on the collaborative work of United Nations agencies in Africa, mainly at the regional and subregional levels. In doing so, they did not analyse the work and activities of individual clusters, but rather focused on issues of policy and institutional arrangements.

14. While the Inspectors fully appreciate the invaluable contributions made by each and every individual organization of the United Nations system in support of NEPAD, however, they wish to make it very clear that this report is not about NEPAD per se, nor is it about the role being played specifically by each individual United Nations organization. Rather, it is about the role of ECA in coordinating the activities of United Nations agencies working in Africa for the purpose of providing system-wide support for NEPAD at the regional and subregional levels.

15. The Inspectors wish to express their appreciation to all those who assisted them in the preparation of this report.

OVERVIEW

16. The concept of coordination and collaboration among United Nations agencies has, over the years, continued to be an important element in the efforts towards rendering the work of these agencies in Africa much more effective and efficient. Indeed, the General Assembly has continued to attach great importance to this particular issue. It has adopted a number of resolutions urging the United Nations agencies working in Africa to enhance coordination and collaboration among themselves in order to achieve greater impact and increased efficiency in the implementation of their respective mandates.

17. From the perspective of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990, adopted pursuant to General Assembly resolution S-13/2 of 1 June 1986, to the United Nations New Agenda for the Development of Africa (UN-NADAF), adopted by the Assembly in its resolution 46/151 of 18 December 1991 and thereafter, tremendous and deliberate efforts have been undertaken by the United Nations in coordinating the activities of the United Nations agencies working in Africa. This has been done in an effort to create a conducive international environment to enable the countries on the continent to recover from the effects of increasing economic stagnation.

18. Despite decades of sustained efforts on the part of African countries and peoples, as well as the numerous African development initiatives undertaken by the United Nations system and other development partners, there have been no marked visible achievements to be proud of. In retrospect, this unfortunate state of affairs called for further serious rethinking, not only among the African countries themselves, but also within the United Nations system organizations and, in particular, among the development partners working in Africa.

19. Consequently, the New Partnership for Africa's Development (NEPAD, endorsed by the first African Union summit in July 2002) was a major result of such rethinking at the initiative of the African leaders themselves. This initiative was hailed by the General Assembly, in a declaration adopted in resolution 57/2, as "an African Union-led, -owned and -managed initiative" and "a programme of the African Union that embodies the vision and commitment of all African Governments and peoples for peace and development".

20. Another result of such a major rethinking was an independent evaluation of the United Nations New Agenda for the Development of Africa in the 1990s, conducted by a 12-member Panel of Eminent Personalities, as requested by the Economic and Social Council in 1991 for the final review and appraisal of the New Agenda. Following this final review and appraisal of the New Agenda, which, among other things, found that the New Agenda had no impact on the ground from its inception until the undertaking of the review, the General Assembly, by its resolution 57/7, decided to bring the New Agenda to a close.

21. Furthermore, based on the lessons learned from the final review and appraisal of the New Agenda, this Assembly resolution endorsed the recommendation of the Secretary-General that the New Partnership for Africa's Development "should be the framework within which the international community, including the United Nations system, should concentrate its efforts for Africa's development". The resolution further calls upon the United Nations system organizations, within their respective mandates, to "align their activities in Africa with the priorities of the New Partnership" as well as "to organize the activities of the United Nations system around thematic clusters covering the priority areas of the New Partnership, and in this

regard urging the strengthening of this process as a means of enhancing the coordinated response of the United Nations system in support of the New Partnership".

22. Unlike its predecessor, the African Union (AU) is a regional organization devoted to the pursuit of regional cooperation and integration in the economic, social, cultural and political fields. In September 2002, the General Assembly welcomed NEPAD as an African Union-led, -owned and -managed initiative. These major developments created a new African environment and setting to which the United Nations system, and particularly ECA, would need to adapt. A change of mindset in dealing with the African regional and subregional institutions is needed from the part of many of the United Nations organizations working in Africa, notably ECA.

23. The niche of ECA, in particular, is very much linked to its partnership and role within Africa. The lack of dialogue observed by the Inspectors between ECA and AU would not serve ECA in conducting its leading coordinating role within the United Nations system or in communicating with other partners in Africa. On the other hand, officials from the NEPAD secretariat expressed concerns about the multiplicity of their interlocutors from the United Nations system and the burden that such a situation imposed on their capacity. More importantly, it is the feeling of most NEPAD secretariat officials that a lack of follow-up mechanism with regard to decisions taken at the cluster meetings prevent most stakeholders from understanding the intricacies of the issues involved at the regional level and what is expected of them in their common efforts to implement such decisions.

24. One of the most important tasks of ECA is to ensure improved cooperation and coordination between the United Nations agencies and African continental organizations (African Union, African Development Bank and the regional economic communities) for the effective implementation of the New Partnership for Africa's Development at the regional and subregional levels. There is, therefore, a clear need for a more concerted and coherent approach from the United Nations system as a whole and from ECA in particular towards the African regional bodies and institutions. There is also a need to establish a strategic dialogue, determine and follow up on a framework for institutionalized cooperation between the United Nations system, including ECA, on the one hand, and the AU Commission, including the NEPAD secretariat, on the other.

25. The Inspectors examined closely ECA's capacity to ensure effective coordination as well as the effectiveness of the cluster approach as a mechanism for improved coordination within the United Nations agencies working in Africa and provided some concrete recommendations towards improving such a mechanism for a better and more effective system support to NEPAD.

I. STRATEGIC POLICY ISSUES

Positioning, niche of the United Nations system, in particular ECA, and its relationship with the African regional and subregional institutions

26. The Constitutive Act of the African Union, adopted in Lomé on 11 June 2000, set in motion the transformation of the Organization of the African Unity (OAU) from a largely political forum to an organization devoted to the pursuit of regional cooperation and integration in the economic, social, cultural and political fields. One year later, in July 2001, the Assembly of Heads of State and Government of OAU, meeting in Lusaka, agreed to establish the African Union. At the same session, the Assembly also adopted the New African Initiative that has since become NEPAD.[2] In September 2002, the General Assembly of the United Nations welcomed NEPAD as an African Union-led, -owned and - managed initiative.[3]

27. These major developments created a new African environment and setting, to which the United Nations system, and particularly ECA, would need to adapt. Despite a declared recognition by the system of its new role in supporting the African-owned and -led initiatives,[4] the Inspectors noted that a change of mindset in dealing with the African regional and subregional institutions was needed from the part of many of the United Nations organizations working in Africa, notably ECA.

28. In this context, the Inspectors recall that the Economic and Social Council emphasized that the role of the regional commissions as part of the institutional landscape of their respective regions called for close cooperation between the commissions and other relevant regional bodies in order to reinforce synergies and complementarities between their respective programmes of work. The regional commissions were encouraged to intensify their cooperation and regular exchange of information with relevant regional bodies, institutions and networks and to ensure that meetings with those bodies concentrate on specific issues for which a regional coordinated approach is desirable.[5]

29. The Inspectors would like to stress, therefore, that the niche of ECA, in particular, is very much linked to its partnership and role in the overall economic development within Africa. While the relationship of ECA with AU, the NEPAD secretariat and the Regional Economic Communities (RECs), would and should be better addressed in the larger context of the United Nations system's relationship and partnership with those bodies and institutions, ECA, as a leader of the regional consultations process in Africa, has a particular responsibility in managing its relationship with the AU and the NEPAD secretariat.

30. For example, the Inspectors believe that the use and impact of ECA technical services in the areas of research, policy analysis and technical assistance could be optimized if they were

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[2] E/AC.51/2002/8, para. 22.
[3] General Assembly resolution 57/2 of 16 September 2002.
[4] For instance, the CEB (formerly the Administrative Committee on Coordination, or ACC) announced three basic policy directives: the United Nations system should exercise restraint in launching new initiatives; unite in supporting African owned and led initiatives; and focus inter-agency coordination at the regional level. See E/AC.51/2002/8, para. 26. See also summary of conclusions of ACC at its first and second regular sessions of 2001 (ACC/2001/4 and ACC/2001/5).
[5] ECOSOC resolution 1998/46; see E/1998/INF/3/Add.2.

more demand-driven and conducted in coordination with AU, the NEPAD secretariat and the RECs. The lack of dialogue observed by the Inspectors between ECA and AU, and demonstrated by the absence of AU representatives in the Sixth Regional Consultations Meeting, held in July 2004 in Addis Ababa, would not serve ECA in conducting its leading coordinating role within the United Nations system or in communicating with other partners in Africa.

31. It should also be noted that while, in many cases, cooperation between other regional commissions and the regional and subregional organizations in their respective regions has been institutionalized through the signing of appropriate agreements or memorandums of understanding, such institutionalization appears to be lacking in the case of ECA and the African regional and subregional organizations.[6] In this context, the Inspectors welcome the intention of the Secretary-General, as declared in his report "In larger freedom: towards development, security and human rights for all" (A/59/2005), to introduce memorandums of understanding between the United Nations and individual regional organizations and to invite these organizations to participate in meetings of United Nations system coordinating bodies, as appropriate.

32. Similarly, the fact that officials from the NEPAD secretariat expressed concerns about the multiplicity of their interlocutors from the United Nations system and the burden that such a situation imposed on their capacity emphasized the need for a more concerted and coherent approach by the United Nations system as a whole and ECA in particular with regard to the African regional bodies and institutions. More importantly, the Inspectors observed that it is the view of most NEPAD secretariat officials that a lack of follow-up mechanism with regard to decisions taken both during the annual consultations and at the cluster meetings inhibits, to a large extent, most stakeholders' understanding of the intricacies of the issues involved at the regional level and what is expected of them in their common efforts to implementing such decisions.

33. One of the most important tasks of ECA is to ensure improved cooperation and coordination between the United Nations agencies and African continental organizations (African Union, African Development Bank and the regional economic communities) for the effective implementation of the New Partnership for Africa's Development at the regional and subregional levels. In this respect, there is, therefore, a clear need for the establishment of a strategic dialogue, determining and following up on a framework for an institutionalized cooperation between the United Nations system, including ECA, on the one hand, and the AU Commission, including the NEPAD secretariat, on the other.

34. Indeed, an assessment of United Nations system support to NEPAD submitted by ECA during the Sixth RCM underscores the fact that, while some United Nations agencies have been successful, on bilateral basis, in engaging the NEPAD secretariat and the AU Commission in some areas calling for immediate action in the NEPAD Short-Term Action Plan, others are still working on ensuring that NEPAD accords due attention to their line of activities. The same assessment also stresses that the capacity gap observed at the level of NEPAD had not made it possible for its secretariat to always attend to the numerous requests for consultative meetings.

35. The Inspectors are aware that the capacities of the AU Commission and the NEPAD secretariat are evolving, and so is their relationship. However, as rightly noted by the Secretary-

[6] ECE, for example, has agreements with the Black Sea Economic Cooperation, the Central European Initiative, Commonwealth of Independent States, and the South-East European Cooperative Initiative/Stability Pact. See E/2004/15, para. 75.

General, NEPAD is a programme of the African Union. It was also adopted as a programme of OAU at Lusaka in 2001. The integration of NEPAD into AU is therefore less a question of policy and functional integration, which has already been settled, but rather a matter of institutional arrangements for managing the NEPAD process within the existing structures of the AU Commission.[7]

36. A strategic dialogue through annual consultations should be restored as soon as possible between the United Nations system and the AU Commission. Among other things, it should determine and follow up on a framework for an institutionalized cooperation between the United Nations system, including ECA, and the AU Commission, including the NEPAD secretariat **(see recommendation 1)**.

[7] A/59/206, para. 31.

II. REPRESENTATION OF THE UNITED NATIONS SYSTEM ORGANIZATIONS AT THE REGIONAL AND SUBREGIONAL LEVELS IN AFRICA

37. The activities of the United Nations system in Africa expanded significantly in recent years in view of the humanitarian and development challenges facing the continent and recognized by the international community. This is reflected in the fact that over 40 per cent of the current portfolio of United Nations work is estimated to be in Africa.[8] A recent briefing note of ECA highlighted the fact that, although a large proportion of the operational activities of the United Nations system takes place at the country level, the regional and subregional dimensions have assumed increased significance in recent years because of the many cross-border, regional and global issues and concerns that demand regional and subregional approaches and responses. Therefore, these organizations are becoming increasingly involved in regional and subregional activities, backed in many cases by their own regional and subregional offices and by Headquarters for some agencies.

38. These offices, however, are present in various countries throughout the continent, with different geographical configuration of the countries they cover. No apparent concerted strategy exists for the United Nations system's regional and subregional representation that takes into account, among other things, the geographic placement and configuration of the African regional and sub-regional institutions. Annex I provides an example of regional and subregional offices in Africa for a number of United Nations organizations.

39. The multiplicity and scattered regional and subregional presence and representation of United Nations organizations in Africa, with different geographical configuration, makes it harder to coordinate activities among themselves, or to plan, implement and follow – up on joint regional or subregional programmes and activities in a coherent and collaborative manner. It also makes it harder for their regional and subregional interlocutors to approach them for integrated technical assistance, including for capacity-building exercises, direly needed by the African regional and subregional bodies and institutions. Indeed, the Secretary-General recently stressed the need for greater inter-agency collaboration on capacity-building efforts, rather than a sector-driven approach to supporting these institutions.[9]

40. Moreover, the General Assembly, in its latest triennial comprehensive policy review of operational activities for development of the United Nations system, called upon the organizations of the United Nations development system, its regional commissions and other regional and subregional entities to adopt more collaborative approaches to support country-level development initiatives by improving mechanisms for access to the technical capacities of the United Nations system at the regional and subregional levels.[10]

41. It also encouraged development agencies of the United Nations system to seek to maximize the opportunity to address development challenges on a regional or subregional basis, recognizing the important contribution of regional cooperation to national and regional development. In addition, the General Assembly invited the governing bodies of the organizations of the United Nations development system to give greater and more systematic consideration to the regional and subregional dimensions of development cooperation and to

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[8] ECA/OPC/RCM.04/2, 8 July 2004.
[9] E/AC.51/2004/6, para. 69.
[10] General Assembly resolution 59/250 of 22 December 2004, para. 76.

promote measures for more intensive inter-agency collaboration at the regional and subregional levels.[11]

42. The Inspectors realize that some of the United Nations organizations' existing regional offices have been conducting their roles to support their own organizations' mission and objectives. They are also aware that the scope and focus of their mandates and activities naturally vary from one organization to the other. Moreover, they are conscious of the fact that some of the African regional and subregional bodies and institutions have overlapping geographical membership.

43. Nevertheless, the Inspectors believe that a study is due at this stage on the potential benefits of establishing regional hubs and "sub-hubs" for the United Nations system representation in Africa, as part of a concerted strategy for presence in Africa. Such a study should be guided by the policy guidelines provided above by the General Assembly, and the need to consolidate the United Nations institutional arrangements supporting regional and subregional programmes and activities in Africa. This would facilitate the linkages between the various levels of United Nations coordination and collaboration in the continent, and clarify the roles of the actors involved in activities at those levels **(see recommendation 2)**.

[11] Ibid, paras. 77 and 78.

III. THE CLUSTERS APPROACH AS A MECHANISM FOR REGIONAL CONSULTATIONS

44. The Secretary-General has emphasized that strengthening the regional consultations meeting is of crucial importance in ensuring complementarity and avoiding duplication in the work of the United Nations system.[12] He highlighted that much remains to be done to enhance the coherence and coordination of the United Nations system support to NEPAD, especially in terms of building synergies across thematic clusters and enhancing cross-sectoral collaboration.[13] In an assessment submitted to the Sixth Regional Consultations Meeting in July 2004, ECA also attempted to identify other challenges facing the clustering arrangement.[14]

45. In this chapter, therefore, the Inspectors focus on highlighting challenges and constraints as observed, examined and corroborated through their interviews with a view to propose specific measures to address them.

46. The ECA assessment submitted during the Sixth Regional Consultations meeting shows that concerns were raised as to the whole approach of the current cluster arrangements for effective support of United Nations agencies to NEPAD.[15] At the end, however, the meeting endorsed the current thematic cluster arrangements as the most viable mechanism for concerted United Nations support in the implementation of NEPAD.[16]

47. Despite this endorsement, a number of officials continued to express to the Inspectors their skepticism about the clustering arrangement as a legacy of the United Nations System-wide Special Initiative on Africa (UNSIA) that needs further review and alignment with NEPAD priorities. The Inspectors believe that in order for United Nations system support to NEPAD to benefit from any review or improved alignment of the clusters, such a review should reposition the system to better support Africa's development and Africa's regional and subregional institutions. It should therefore be part of and an outcome of the strategic dialogue called for in recommendation 1 of this report **(see recommendation 3).**

48. In the meantime, the current clustering arrangement could benefit from specific measures to improve its efficiency and impact, including as set out below.

Organizational issues

49. Concerns of an organizational nature were conveyed to the Inspectors with regard to the agenda and schedule of meetings of the regional consultation meetings and the various clusters. For example, the focus of the work and activities of most clusters is not clear yet, with some organizations tilting towards normative issues while others emphasize operational aspects. Moreover, the involvement of the NEPAD secretariat in the work of many clusters and sub-clusters could not be ensured due to capacity and organizational issues. Hence, the desired demand-driven approach and African-ownership for their work is lacking. It was also noted that

[12] E/AC.51/2004/6, para. 70.
[13] Ibid, para. 68.
[14] "Assessment of the UN system support to NEPAD: Rethinking the collective approach", ECA/OPC/RCM.04/2 dated 8 July 2004.
[15] Ibid, para. 14.
[16] "Summary discussions of the sixth regional consultations of UN agencies working in Africa", ECA/OPC/RCM.04 dated 30 August 2004, para. 17.

more than a year had elapsed between the holding of the fifth and the sixth regional consultations meetings.

50. Importantly, the lack of constancy in representation (i.e. a new and different official representing particular agencies) in meetings of the regional consultations also seems to be one of the organizational issues slowing the work of the clusters. It is, therefore, high time that the agencies should seriously consider the need to designate an official (and one or more alternates) with the main coordinating role within their organizations to deal with specific issues pertaining to regional consultations. In view of the primacy of NEPAD in the work of the United Nations agencies, the representation may also include officials in the agencies responsible for coordinating specific activities related to NEPAD. This approach will not only ensure continuity at the representational level, but will also help to ensure increased expertise and institutional memory on the part of the representatives of the agencies concerned **(see recommendation 4).**

51. The Inspectors welcome the decision taken in the Sixth Regional Consultations Meeting to hold the Regional Consultations twice a year, back to back with the AU Summit. They emphasize, though, that similar organizational decisions need to be taken by each cluster, in consultation with ECA and their main African institutions counterparts, with regard to the regular holding of their meetings. This would provide constancy and predictability for the schedules of meetings, avoid overlapping meetings and stretching the capacity of the NEPAD secretariat and the United Nations organizations involved in several clusters and sub-clusters, and ensure a demand-driven approach for the clusters' work.

52. As a matter of fact, concerns of an organizational nature were conveyed to the inspectors with regard to the agenda and schedule of meetings of the regional consultations and those of various clusters. There is, therefore, the need to provide for constancy and predictability of the clusters meetings, and in a manner that would ensure that the limited capacity of United Nations organizations and their concerned African partners involved and interested in the activities of more than one cluster is not over stretched through overlapping meetings **(see recommendation 5).**

53. On the clusters' work and activities, the Inspectors note that the main value added of the clustering arrangement in support of NEPAD and Africa's development should be at the regional and subregional levels. If this value added is to be tangible, though, the clusters should go beyond merely being forums of discussion and exchange of information, as is the case in most of them. The Inspectors firmly believe that such concrete value added could be realized by focusing the work of each cluster on a few joint United Nations regional and subregional programmes and projects, to be decided upon in consultation with the NEPAD secretariat and other African institutional partners **(see recommendation 6)**.

54. Indeed, as indicated by ECA in its assessment of United Nations system support to NEPAD,[17] lessons learnt indicate that commendable progress had been achieved where a small number of committed agencies pooled their resources around selected joint projects/programmes that respond to the needs of NEPAD and not to individual programme of work. Moreover, in its resolution 58/233 of 23 December 2003, the General Assembly requested the United Nations system organizations to intensify their efforts in developing and implementing joint programmes in support of NEPAD at the regional level.

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[17] "Assessment of the UN system support to NEPAD: Rethinking the collective approach", ECA/OPC/RCM.04/2 dated 8 July 2004, para. 15.

55. The Inspectors are conscious of the fact that such an approach would require an important shift in the way United Nations organizations plan their programmes and budgets. In this context, they were informed that some agencies were unable to trace what percentage of their resources was being spent or deployed in relation to NEPAD priorities and objectives.[18] In part, this reflects the observed perception of many United Nations organizations of NEPAD as mainly a vision and a broad policy framework for Africa's development. Hence, the prevailing conviction of these organizations that existing and ongoing programmes and activities in Africa, even if adopted prior to NEPAD existing, do meet NEPAD goals and priorities.

56. While the Inspectors acknowledge that this could be largely true, bearing in mind that the NEPAD initiative was guided by the Millennium Development Goals and other internationally agreed upon development targets, they stress the need for a clear and traceable alignment of the programmes and resources with the NEPAD priorities, as called for by the General Assembly.[19] They also emphasize the need for innovative approaches to mobilize and provide resources meeting specific NEPAD needs. In other words, the Inspectors wish to underline strongly the importance of getting the United Nations system organizations to undertake deliberate measures to ensure that their support to NEPAD is mainly directed towards implementing some specific programmes/projects as outlined in the NEPAD action plan and the Goals, rather than undertaking to support country-level isolated projects that are not related to NEPAD.

57. In this context, the Inspectors recommend that a minimum percentage (10 to 15 per cent, for example) of each United Nations organization's overall resources allocated to programmes and activities in Africa, be explicitly earmarked in the organization's programme and budget for the clusters' joint regional and subregional programmes/projects recommended above. The exact percentage is to be decided at the CEB level to ensure consistency across the UN system **(see recommendation 7).**

[18] Attempts by one Sector in UNESCO are under way to try to trace resources to NEPAD priorities. However, these attempts are not replicated in the other Sectors in UNESCO.
[19] General Assembly resolution 57/7.

IV. THE ROLE OF THE UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA

58. The need to reinforce ECA's capacity to exercise its leadership role in coordinating the work of United Nations agencies in Africa, as called for by the Economic and Social Council in its resolution 1998/46 (annex III, para. 13), and to move from a mere convener of the Regional Consultations to a strategic coordinator, could not be overemphasized. The majority of the officials interviewed, including those from ECA, have consistently stressed the importance of this issue. However, at the time of the Inspectors' mission to ECA in September 2004, the main "coordination" role within ECA was assumed by only one official within its Office of Policy and Programme Coordination, also known as a special coordinating unit. It is the view of the Inspectors that one person alone cannot be expected to ensure effective collaboration and coordination among various entities of the United Nations system working in Africa, which, among other things, may entail participating in various inter-agency meetings on Africa's development.

59. Consequently, in order to enable ECA to carry out its coordinating role as effectively and efficiently as possible, the Inspectors strongly believe that additional human resources will be needed. This could be achieved through secondment from other United Nations agencies and entities, including from Headquarters. This enhancement should enable ECA to liaise better with all the United Nations agencies working in Africa and the African regional and subregional organizations, including of course the AU and the NEPAD secretariat. It should also enable ECA to coordinate, consolidate and channel reporting from the clusters' conveners, including for reporting purposes at Headquarters level (see chart in figure 1 below).

60. In this respect, two additional staff at the P-4 level would be required to strengthen the Office of Policy and Programme Coordination. It is, therefore, envisaged that the required staff have the following job descriptions: one would be given the task and responsibility of acting as liaison between the ECA and all the United Nations agencies working in Africa; and the other would act as a liaison between ECA and all the African regional and subregional organizations, including AU and the NEPAD secretariat. The existing post should be upgraded to the level of P-5 and its occupant would assume the tasks of an overall head of the unit, supervising all the coordinating efforts between ECA and the representatives of all United Nations agencies, the Office of the Special Adviser on Africa (OSAA), ADB, the AU Commission and NEPAD secretariat **(see recommendation 8).**

61. There is an obvious need for ECA to strengthen its monitoring and analytical capacity for the clusters work and activities. Synergies and complementarities should be identified, including through meetings with and among the clusters conveners, and in consultations with other organizations. An effort to develop guidelines for mainstreaming cross-cutting issues (such as gender, human rights and HIV/AIDS) into all clusters' activities need to be undertaken, in consultation with other agencies.

62. Moreover, officials in United Nations agencies expressed concerns and some confusion about the multiple reporting requests, including from ECA, OSAA and CEB. This largely resulted in a copy-and-paste exercise of individual activities in support of NEPAD, instead of reflecting an analytical overall picture of United Nations system support at the regional and subregional levels. Therefore, there is also a need to coordinate reporting from clusters'

conveners, and not from individual agencies, before channelling them to OSAA and CEB for reporting to the General Assembly and the Economic and Social Council. This would not only avoid some duplication of efforts among the United Nations agencies, but would also minimize any semblance of undermining the role of ECA in coordinating the activities of United Nations agencies working in Africa and its relationship with such agencies.

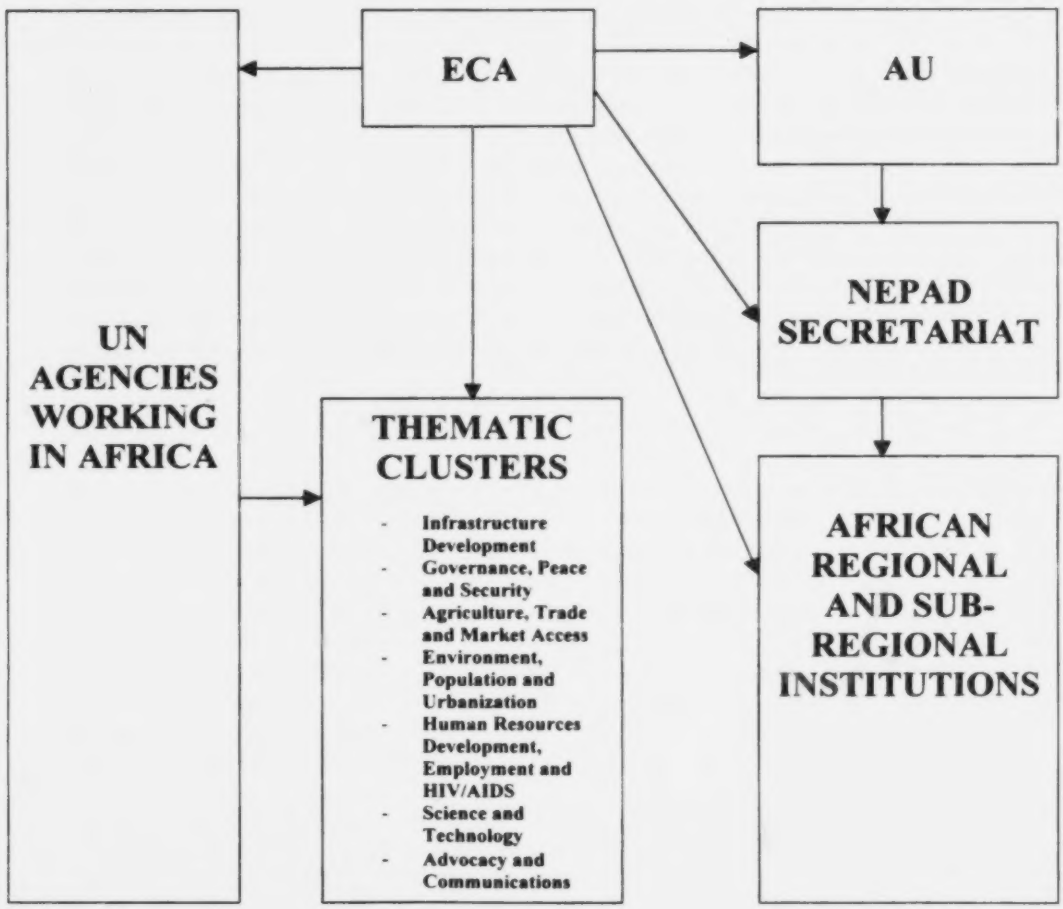
63. More importantly, since NEPAD is an African Union-led, -owned and -managed initiative, and in order to ensure Africa's ownership of the NEPAD programme, it is the view of the Inspectors that all meetings convened within the framework of the clusters arrangement should be co-chaired by the representatives from the AU Commission or the NEPAD secretariat. ECA should assume the role of a secretariat of all the clusters meetings and provide a follow-up mechanism for effective implementation of all the decisions taken **(see recommendation 9).**

64. It is clear that undertaking the tasks and measures enumerated above, as proposed, means to improve the effectiveness and efficiency of the current clustering arrangement, would require adequate resources to be provided by and for ECA. The support of the other United Nations organizations, as main beneficiaries of improved coordination, as well as other donors, would be needed in this regard. In this context, the Inspectors welcome the decision of the Sixth Regional Consultations Meeting that ECA, with the support of other agencies, should consolidate its institutional arrangements to optimally support the work of the clusters. ECA should report to the Economic and Social Council and to the General Assembly on specific measures undertaken to strengthen its capacity of coordination in support of NEPAD and to improve the efficiency and effectiveness of the clustering arrangement, bearing in mind the measures proposed in this report **(see recommendation 10)**.

Figure 1

Chart:

ECA's role in coordinating the activities of United Nations agencies in Africa in support of NEPAD



V. THE ROLE OF THE UNITED NATIONS SYSTEM CHIEF EXECUTIVES BOARD FOR COORDINATION

65. CEB maintains, mainly through the High-Level Committee on Programmes (HLCP), policy oversight and provides broad guidance to the organizations of the United Nations system in support of NEPAD. In 2004, it expressed its intention to devote one of its forthcoming sessions to an in-depth review of system support for Africa's development, focusing, inter alia, on issues related to the clustering arrangement.[20]

66. The Inspectors welcome the intention expressed by CEB. They believe that more precise policy directives to foster coordination and collaboration through the clustering arrangement would benefit the United Nations system, and, more importantly, improve its support to Africa's development. They trust that the findings and recommendations of this report will be fully taken into account by the CEB in its future deliberations on United Nations system support to NEPAD, notably in relation to recommendations 2 and 6 of the present report.

[20] See E/2004/67, paras. 32-33.

ANNEXES
Annex I

EXAMPLES OF UNITED NATIONS SYSTEM REGIONAL/SUB-REGIONAL PRESENCE IN AFRICA: (UNDP, UNICEF, UNESCO, WHO, ECA, UNEP, UNIDO, WFP)

UNDP	*UNICEF*	*UNESCO*	*WHO*	*ECA*
3	3	4	2	5
1. Arab States 2. West and Central Africa 3. Eastern and Southern Africa	1. Middle East and North Africa 2. West and Central Africa 3. Eastern and Southern Africa	1. Regional Bureau for Education in the Arab States 2. Regional Bureau for Science in the Arab States 3. Regional Bureau for Education in Africa 4. Regional Bureau for Science in Africa	1. Eastern Mediterranean 2. Africa	1. Central Africa 2. East Africa 3. North Africa 4. Southern Africa 5. West Africa
1. Beirut, Lebanon 2. Dakar, Senegal 3. Johannesburg, South Africa	1. Amman, Jordan 2. Dakar, Senegal 3. Nairobi, Kenya	1. Beirut, Lebanon 2. Cairo, Egypt 3. Dakar, Senegal 4. Nairobi, Kenya	1. Cairo, Egypt 2. Brazzaville, Congo	1. Yaoundé, Cameroon 2. Kigali, Rwanda 3. Tangier, Morocco 4. Lusaka, Zambia 5. Niamey, Niger
Algeria, (Bahrain), Djibouti, Egypt, (Iraq), (Jordan), (Kuwait), (Lebanon), Libya, Morocco, (Palestinian Programme), (Saudi Arabia), Somalia, Sudan, (Syrian Arab Republic), Tunisia, (United Arab Emirates), (Yemen) (8) 2. Benin, Burkina Faso, *Burundi**, Cameroon, Cape Verde, Central African Republic, Chad, Congo, *Democratic Republic of the Congo**, Côte d'Ivoire, Equatorial Guinea, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, *Kenya**, Liberia, Mali, Mauritania, Niger, Nigeria, *Rwanda**, Sao Tome and Principe, Senegal, Sierra Leone, Togo, *United Republic of Tanzania**. * *Countries covered by GEF* 3. Angola, Botswana, Burundi, Comoros, Democratic Republic of the Congo, *Djibouti**, Eritrea, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Rwanda, Seychelles, *Somalia**, South Africa, *Sudan**, Swaziland, Uganda, United Republic of Tanzania, Zambia, Zimbabwe * *Non-RBA countries collaborating on some initiatives*	1. Algeria, *(Bahrain)*, Djibouti, Egypt, *(Iran, Islamic Republic of)*, *(Iraq)*, *(Jordan)*, *(Kuwait)*, *(Lebanon)*, Libyan Arab Republic, Morocco, *(occupied Palestinian territory)*, *(Oman)* *(Qatar)* *(Saudi Arabia)*, Sudan, *(Syrian Arab Republic)*, Tunisia, *(United Arab Emirates)*, *(Yemen)* (7) 2. Benin, Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad, Congo, Democratic Republic of the Congo, Côte d'Ivoire, Equatorial Guinea, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Sao Tome and Principe, Senegal, Sierra Leone, Togo 3. Angola, Botswana, Burundi, Comoros, Eritrea, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Rwanda, Seychelles, Somalia, South Africa, Swaziland, Uganda, United Republic of Tanzania, Zambia, Zimbabwe	The Regional Bureaus listed above are mono-sectoral. UNESCO also has 12 multidisciplinary Cluster Offices (Accra, Addis Ababa, Bamako, Cairo, Dakar, Dar es Salaam, Harare, Libreville, Nairobi, Windhoek, Yaoundé, Rabat) which cover from three to eight countries each.	1. *(Afghanistan)*, *(Bahrain)* Djibouti, Egypt, *(Iran, Islamic Republic of)*, *(Iraq)*, *(Jordan)*, *(Kuwait)*, *(Lebanon)*, Libya, Morocco, *(Oman)*, *(Pakistan)*, *(Qatar)*, *(Saudi Arabia)*, Somalia, Sudan, *(Syrian Arab Republic)*, Tunisia, *(United Arab Emirates)*, *(Yemen)* 2. All other African countries.	1. Cameroon, Central African Republic, Chad, Congo, Gabon, Equatorial Guinea, Sao Tome and Principe 2. Burundi, Comoros, Democratic Republic of the Congo, Djibouti, Ethiopia, Eritrea, Kenya, Madagascar, Rwanda, Seychelles, Somalia, Uganda, United Republic of Tanzania, 3. Algeria, Egypt, Libyan Arab Jamahiriya, Mauritania, Morocco, Sudan, Tunisia 4. Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Zambia, Zimbabwe 5. Burkina Faso, Benin, Cape Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, Togo

UNEP	*UNIDO*	*WFP*
1	2	3
Regional office for Africa	1. Africa 2. African Arab States	1. Southern Africa (ODJ) 2. Eastern Africa and the Horn (ODK) 3. West Africa and Central Africa (ODD)
Nairobi, Kenya		1. Johannesburg, South Africa 2. Kampala, Uganda 3. Dakar, Senegal
Algeria, Benin, Burkina Faso, Burundi, Cameroon, Cape Verde, Congo, Democratic Republic of Congo, Côte d'Ivoire, Djibouti, Egypt, Eritrea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Mali, Madagascar, Mauritania, Namibia, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Togo, Uganda, United Republic of Tanzania, Zimbabwe.	1. Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Equatorial Guinea, Eritrea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mauritius, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, South Africa, Swaziland, Togo, Uganda, United Republic of Tanzania, Zambia, Zimbabwe. 2. Algeria, Djibouti, Egypt, Libyan Arab Jamahiriya, Morocco, Somalia, Sudan, Tunisia,	1. Angola, Lesotho, Madagascar, Malawi, Mozambique, Namibia, South Africa, Swaziland, Zambia, Zimbabwe. 2. Burundi, Congo, Democratic Republic of the Congo, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, Sudan, Uganda, United Republic of Tanzania. 3. Benin, Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Sao Tome and Principe, Senegal, Sierra Leone.

Nota: UNDP is in the process of establishing a network of regional service centres, which will absorb the functions of the former Sub-Regional Resource Facilities (SURFs) and manage the corresponding regional programmes.

Annex II

EXAMPLES OF REGIONAL ECONOMIC COMMUNITIES
(ECOWAS, ECCAS, EAC, SADC, IGAD, COMESA)

	ECOWAS ***(Economic Community of West African States)***	***ECCAS*** ***(Economic Community of Central African States)***	***EAC*** ***(East African Community)***	***SADC*** ***(Southern African Development Community)***	***IGAD*** ***(Intergovernmental Authority on Development)***	***COMESA*** ***(Common Market of Eastern and Southern Africa)***
	15	11	3	14	7	20
	The main objective of forming ECOWAS was to achieve economic integration and shared development so as to form a unified economic zone in West Africa. Later, the scope was increased to include socio-political interactions and mutual development in related spheres.	ECCAS aims to achieve collective autonomy, raise the standard of living of its populations and maintain economic stability through harmonious cooperation. Its ultimate goal is to establish a Central African Common Market.	EAC aims at widening and deepening cooperation among the partner States in, among other areas, the political, economic and social fields, for their mutual benefit.	SADC's Common Agenda includes: the promotion of sustainable and equitable economic growth and socio-economic development; the promotion of common political values and systems; and the consolidation and maintenance of democracy, peace and security	The mandate of IGAD is to coordinate the efforts of member States in the priority areas of economic cooperation, political and humanitarian affairs and food security and environment protection.	COMESA was established as an organization of free independent sovereign States which have agreed to cooperate in developing their natural and human resources for the good of all their people. As such, it has a wide-ranging series of objectives which necessarily include in its priorities the promotion of peace and security in the region.
	Lagos, Nigeria	Libreville, Gabon	Arusha, United Republic of Tanzania	Gabarone, Botswana	Djibouti	Lusaka, Zambia
	Benin, Burkina Faso, Cape Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, Togo	Angola, Burundi, Cameroon, Central African Republic, Chad, Congo, Democratic Republic of the Congo, Equatorial Guinea, Gabon, Rwanda, Sao Tomé and Principe	Kenya, Uganda, United Republic of Tanzania	Angola, Botswana, Democratic Republic of the Congo, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia, Zimbabwe	Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda	Angola, Burundi, Comoros, Democratic Republic of the Congo, Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Madagascar, Malawi, Mauritius, Namibia, Rwanda, Seychelles, Sudan, Swaziland, Uganda, Zambia, Zimbabwe

Annex III

CLUSTERS/SUB-CLUSTERS OF THE UN REGIONAL CONSULTATIONS ON NEPAD

CLUSTERS (7)	OBJECTIVES	CONVENER
Infrastructure development **Sub-Clusters:** **(i) Energy;** **(ii) ICTS;** **(iii) Transport; and** **(iv) Water and Sanitation**	**Energy**: To operationalize the African Energy Commission (AFREC) and assist member States in providing an enabling environment to attract investors. **ICTS**: The main objectives of the sub–cluster, as related to NEPAD's main goals, are to narrow the digital divide by participating in the implementation of the NEPAD Short-Term Action Plan (STAP) on Infrastructure. **Transport**: To assist in the implementation of the Sub-Saharan Africa Transport Policy Programme (SSATP) and in the liberalization of access to air transport markets in Africa in accordance with the Yamoussoukro Decision. **Water and Sanitation**: To operationalize the Integrated Water Resource Management (IWRM) principles that emanated from the African Water Vision 2025 and to assist basin development initiatives.	ECA
Governance, peace and security **Sub-Cluster**: **Humanitarian response and post-conflict reconstruction**	**Promoting a rights-based approach**: The activities include: developing a common framework for promoting and implementing a rights based approach at the national level including an inventory of best practices; strengthening oversight capacity for advocacy, implementation and monitoring; a review of laws and legislative frameworks and an inventory of different partners to assess capacity gaps. **Develop integrated programmes for conflict prevention, management, and post-conflict recovery/reconstruction with particular attention to refugees and internally displaced persons:** These would include joint contingency planning and a rationalization of early warning indicators, joint assessment missions and joint planning for post-conflict initiatives, including resource mobilization. **Promoting good governance:** Activities would include: support to NEPAD in the development of indicators for the Africa Peer Review Mechanism (APRM) in the three areas of governance (cited above), joint capacity development to facilitate national peer review/self-assessment processes; developing a common framework for encouraging ownership of the NEPAD process at the national level; support for local governance, and activities to enhance capacity of the RECs and national institutions. Advances the promotion and implementation of integrated programmes in post-conflict countries to support reconstruction and sustain peace and stability as a key priority.	UNDP UNHCR

Agriculture, Trade and Market Access	**To help implement the Comprehensive Africa Agriculture Development Programme (CAADP) adopted by NEPAD**: Assist the NEPAD secretariat through land reclamation, promotion of investment in agricultural production, promote public-private partnership at subregional levels, land reform and land tenure, improvement in rural infrastructure, reduce post-harvest losses and enhance women's participation and entrepreneurial activities including in rural areas. **Ensure better market access to African exports**: Assist African countries in the context of post Doha negotiations, suggesting means to improve access to markets for African exports including food and agricultural products, providing assistance to meet standards including sanitary and phytosanitary requirements as well as standard setting, support capacity building in agricultural trade analysis and negotiations, help remove supply side bottlenecks and increase supply capacity, and enhance intra-African trade. **Diversify commodity-dependent economies**: Reduce commodity dependence and terms of trade losses, price stabilization, including measures for supply management, enhance competitiveness of African commodities in Africa and international markets, processing of agricultural commodities to add value, horizontal diversification into dynamic products where there is comparative advantage, diversification of markets to non-traditional partners.	FAO
Environment, population and urbanization	The objectives of the cluster are to address the challenges posed by population growth and movement; rapid and growth of human settlements; environmental degradation and pollution; and the lack of demographic statistics.	UN-Habitat
Human Resources Development, Employment and HIV/AIDS **Sub-Clusters:** **(i) Human resources development;** **(ii) Employment; and** **(iii) HIV/AIDS and health**	The objectives of the cluster are based on the NEPAD priority areas whose content is consistent with the MDGs, UNGASS, and the Abuja Declaration. Priority areas: - Enable the United Nations system to have a coordinated and coherent input into NEPAD and to advance the adoption of partner best practices including aid pooling and long-term support based on mutual accountability; - Identify priority areas as the basis for collective action at national and regional levels; - Establish and operate joint monitoring systems, consonant with the MDGs and NEPAD principles of peer review and mutual accountability; - Devise institutional mechanisms for interface with NEPAD; - Identify at least one NEPAD-related pilot project in RECs; To expand TOR of Health Desk at RECs to include other social sector concerns **Human resources development**: To promote gender mainstreaming in all the cluster activities. **Employment**: To work with other clusters on joint action to address the impact of the brain drain. **HIV/AIDS and health**: To mainstream HIV/AIDS into all NEPAD sectoral programmes.	UNICEF WHO/UNFPA

Science and technology Sub-Cluster: **Education**	Promote coherence and coordination in the United Nations system's support for NEPAD's Plan of Action on science and technology. Promote joint programming, harmonization and cooperation in African science and technology activities within the UN system. Promote dynamic and action-oriented approaches for the support of NEPAD science and technology activities. Promote interaction and collaboration with NEPAD, AU, Regional Economic Communities, academies, knowledge networks, scientific communities and other stakeholders working on science, technology and innovation for sustainable development in Africa	UNESCO UNESCO
Communications, advocacy and outreach	To promote greater awareness about the progress in the implementation of NEPAD. To provide a coherent message on the efforts of the United Nations system in support of NEPAD. To assist in promoting international support for NEPAD.	OSAA